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ADULT EDUCATION.

NATIONAL UNION OF STUDENTS, LONDON (ENGLAND)

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TO STIMULATE PUBLIC DISCUSSION AND ACTION TO IMPROVE PROVISIONS FOR ADULT EDUCATION AND TO BRING ATTENTION TO PROBLEMS WHICH HAD NOT BEEN FULLY CONSIDERED BY THE ROBBINS COMMITTEE, THE NATIONAL UNION OF STUDENTS PRESENT THIS REPORT OF ALL FORMS OF OPPORTUNITY OPEN TO ADULTS OUTSIDE THE NORMAL FRAMEWORK OF HIGHER EDUCATION IN GREAT BRITAIN. IT TRACES DEVELOPMENT OF ADULT EDUCATION IN INSTITUTIONS OF FULL-TIME EDUCATION, CITES RESPONSIBLE BODIES PROVIDING COURSES, AND OUTLINES TYPES OF COURSES PROVIDED AND PARTICIPATION IN THEM. IT GIVES STATISTICS ABOUT CORRESPONDENCE COLLEGES AND DISCUSSES PROBLEMS IN ESTABLISHING STANDARDS FOR THEM, DESCRIBES WHAT HAS BEEN AND MIGHT BE DONE WITH RADIO AND TELEVISION, AND DISCUSSES THE NEED TO WIDEN THE ROLE OF ADULT COLLEGES. IT POINTS OUT HIGH RATIOS OF ENROLLMENT TO AREA POPULATION IN EVENING COURSES PROVIDED BY LOCAL EDUCATION AUTHORITIES AND WASTAGE OF FACILITIES AND PROBLEMS OF TIMING AND STAFFING FACED BY COLLEGES OFFERING SHORTER RESIDENTIAL COURSES. IT OUTLINES GENERAL PROBLEMS AND SOLUTIONS RELATED TO SUPPLY OF TUTORS AND PREMISES, AWARDS, AND AID TO STUDENTS. CONCLUSIONS CALL FOR CREATION OF AN ADVISORY COUNCIL AND A SEPARATE SECTOR IN THE STATE DEPARTMENT TO PROMOTE DEVELOPMENT OF ADULT EDUCATION. RECOMMENDATIONS ARE LISTED. THIS DOCUMENT IS ALSO AVAILABLE FROM THE EDUCATION AND WELFARE DEPARTMENT OF THE NATIONAL UNION OF STUDENTS, 3 ENDSLEIGH STREET, LONDON WC1, FOR TWO SHILLINGS. (RT)

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Contents

Report *page 5*

Conclusion *page 34*

Recommendations *page 36*

Foreword

Following the publication of the Robbins Report, the Council of the National Union of Students felt that further public attention should be given to the problems of adult education, which had not been fully considered by the Robbins Committee.

In our Report we have attempted to review all the various facets of the highly complex provision made in this country for the education of adults. Further we have attempted, following that review and after considering some of the developments in other countries, to draw conclusions and to recommend methods of improving and expanding adult education.

We believe that the demand for adult education is growing rapidly and that urgent action is needed to meet it. We therefore hope that by publishing this report we shall stimulate public discussion and action to improve this vital sector of our education service.

T. W. Savage,
President.

Introduction

1. When London University introduced its External Degree in 1858 the statutes declared its purpose to be to "hold forth to all classes and denominations, both in the United Kingdom and elsewhere, without any distinction whatever, an encouragement for pursuing a regular and liberal course of education." Since then a whole range of institutions, the Workers' Education Association, correspondence courses and university extramural departments have sprung up to support that aim.
2. Simultaneously the conventional higher education pattern has expanded to take in more and more young people and afford them the opportunity for advanced study and training. The Robbins Report marks a new determination to extend these conventional facilities even further. But taken in isolation the expansion of universities, training colleges and technical colleges to help more school-leavers cannot produce social equity. Expansion need not produce equality. Coupled to the development of more places at 18 must be an extension of those facilities for men and women who wish to turn to study in later life. Adult education must be accepted as an integral feature of any plan for educational advance.
3. There are many forms of opportunity open to adults. They include those provided by the Adult Colleges offering long courses, the Colleges and centres offering shorter residential courses, schemes specially directed towards older people wishing to enter Universities and Colleges for full-time and part-time study for qualifications, courses offered entirely or partly through television or radio, correspondence courses, the range of work of the University Extra-Mural Departments, the WEA and other bodies responsible for teaching adults, and the studies provided by Local Education Authorities through Evening Institutes, Technical Colleges, Commercial Colleges and Colleges of Further Education and Art, and by other bodies such as the National Federation of Women's Institutes and the National Union of Townswomen's Guilds. This report does not therefore only discuss those forms of education usually described as "adult education"; that is, studies by small tutorial groups, usually in liberal subjects without a direct vocational application, usually without entrance qualifications or a completing qualification, and drawing on adult experience and outlook for their vitality. The report attempts to review all forms of opportunity open to adults, outside the normal framework of higher and further education.

Institutions of full-time higher education

4. The development of adult education in institutions of full-time education can be traced back for about a century, to the foundation of Working Men's Colleges in London (1854), Leicester (Vaughan College, 1862) and to Colleges opening in Bristol, Liverpool, Reading, Sheffield, Manchester, Cardiff and other centres from which many Universities developed. In 1873 Cambridge, followed rapidly by London and Oxford, undertook formal responsibility for teaching outside the University. A large part of this early College work was done through evening classes with lectures and tutorial groups, and both vocational and liberal subjects, from the classics to science and mathematics, were offered. From 1858 the Colleges entered students for the London external degree as well as providing studies not leading to a qualification. Throughout the Edwardian period the established Universities, and the Colleges developing towards their present University status, offered many opportunities for part-time degree study. Two-thirds of Sheffield University's students in 1907 were evening students. The policy of successive Governments to University financing was that "the main object of Treasury grants is maintenance, rather than initial or capital

expenditure." This meant that although some establishments were lucky enough to raise benefactions and endowments large enough to put up new buildings and expand their intake, many were not able to do so and all depended nearly as heavily on income from students' fees as the Adult Colleges do today. In 1935/6 32.5% of total University income was from students' fees, and these were therefore relatively high, restricting the numbers of possible candidates. For nearly forty years from 1911, large numbers of students entered universities on "Pledge to Teach" 4-year grants. "Indeed, it is not too much to say that the civic universities in their struggling years and the university colleges all along, owed the very existence of their arts faculties and in many cases their pure science faculties, to the presence of a large body of intending teachers whose attendance was almost guaranteed by the state." *Many of these students were expected to undertake "student teaching" in schools during their degree course and were in effect part-time students. Apart from this major life-line of 4-year grants, there were few scholarships and grants for higher education, and the problem for many universities was not only how to expand places but also how to expand numbers of entrants. It appears to have been easier to find a University place in 1938 than it is today, and a proportion of students entered without having Higher School Certificate.†

5. In sharp contrast with the earlier picture, opportunities for part-time and evening study at Universities for a degree have dwindled so that in 1962/3 only 1,312 students (1,341 in 1963/4 including one student at Hull University) are recorded by the University Grants Committee as reading part-time for a first degree in Universities in Great Britain; and of these, the majority were at Birkbeck College, London. Only six of the English Universities appear to offer these opportunities, and part-time student numbers are:

TABLE 1.

Students attending six English Universities part-time:

University:	1958/9	1960/1	1962/3	1963/4
Birmingham	21	17	20	10
Leeds	10	10	12	4
London	1,354	1,314	1,199	1,249
Newcastle	2	1	1	10
Manchester	117	68	53	58
Sheffield	13	19	9	9
	1,517	1,429	1,294	1,340

6. At the same time entrance to full-time University courses has become highly competitive, whilst places available have more than doubled since 1938. 51.8% of applicants to faculties other than technology were admitted in 1963 (65% of applicants to technology faculties). This high degree of competition for places may be caused by the greater availabliity of student grants, and also by the greater opportunities for higher education, which increase the incentive to take them by narrowing the range of careers open to those without qualifications. It may also be that as degree courses become more concentrated they become more difficult to encompass by part-time study, and therefore students feel the chance of taking them at 18+ must be grasped. Whatever the reasons for the tremendous growth in demand for full-time higher education at 18+, two things are clear: firstly, that the demand is not being

* W. H. G. Armytage, "Civic Universities", page 256.

† Of school-leavers in 1935/8 in South-West Herts., 11% of fee-paying pupils took HSC; 14% of fee-payers entered university and 5% of fee-payers entered other full-time education. Of the free and special-place holders, 15% took HSC; 1% of free and special place holders entered university, and 1% entered other full-time education. "Social Class and Educational Opportunity", Floud Halsey and Martin, page 121.

met now and will not be in the future so far as the Robbins Report's plans go‡; and secondly, that this unmet need will leave a wake of people wanting higher education later in life, for whom part-time and evening degree studies are not nowadays available at the Universities.

7. Some universities make special efforts to meet the needs of adult entrants to degree work. The University of Sussex has admitted eight adults to normal degree courses in philosophy, psychology, economics, or English Literature who left school without entrance qualifications; although none wanted to go to university when they left school, all are gaining much from the course. Four of them had started to write—novels, poetry, or philosophy—before they entered University. Most of them heard of the University's experimental scheme by chance, and had not been taking a formal course of evening study beforehand. The University regards this as an experiment, but it is clear that it is of the greatest value both to the students themselves, and to the University as a whole, and admissions of this kind should be encouraged by other Universities. Some Universities accept substantial evidence of ability for sustained academic study in lieu of "A" level GCE passes, and although grants for these students are discretionary, LEAs are usually willing to give grants to students who are accepted for degree work on this basis. But for many potential adult students the problems of living and maintaining their families on the grant are prohibitive.

8. Apart from the Universities, opportunities for adults to take shortened courses of training for teaching have expanded greatly. Over the seven years up to 1956, about 620 students in all were admitted to shortened courses; 1,239 students were admitted to one-year or two-year shortened courses in 1964. Leeds LEA opened a new "mature day" Training College in 1959 whose courses were specially planned to meet the needs of older students wishing to enter teaching; 75 students embarked on this course in 1959 (from over 1,000 applicants); 1,620 men and women aged 30 or more were admitted to courses of training in 1961. By 1964 their numbers had risen to 2,571.* Places for adults wishing to train as teachers in Technical Colleges rose from about 260 in 1954 to about 960 in 1964.† These courses are, however, full-time, and present familiar difficulties to adults with dependants. Recently, Hertfordshire LEA has offered a few places for married women graduates to take short part-time courses of training for primary school teaching, and schemes of this kind may snowball. The Advisory Centre for Education has also devised a special scheme for women graduates who wish to train for teaching but are tied to their homes.

9. In addition to the part-time students reading for degrees at the six universities listed in Table 1, 2,080 students took first degrees of London University in 1962/3; of these, 1,381 studied at Colleges of Advanced Technology and other grant-aided establishments, 69 at Training Colleges and 274 at other Colleges. Some of this group would be adult students working part-time, as would the majority of the 313 who had studied privately or by correspondence. Other small groups of full-time adult students included 913 aged 25 or over of the 13,884 full-time and sandwich students reading for Dip.Tech., HND, or HNC in 1963. Of 14,849 students reading full-time for "O" level GCE at further education establishments in 1963, 144 were 25 or over; of 8,537 reading for "A" level full-time, 377 were 25 or over. The numbers of adult full-time students are also increased by the schemes of scholarships which some large firms offer to their own employees. Day-release offers another channel to adults; of 545,684 students released by their employers in 1963 for part-time vocational study during the day, 86,921 were aged 21 or over. However, day-release courses are primarily designed as education for young people from 15 to 18 or 20, and in view of the failure of supply to keep pace with demand from young people, priority will no doubt

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‡ "In recent years there has been an increasing degree of competition for entry . . . we think it most undesirable that this pressure should increase further. . . . But . . . in a system where almost all home students are assisted from public funds it is inevitable that there should be . . . some degree of competition for entry. Moreover we are anxious not to overstate the number of places needed. For these reasons our estimates do not allow for any relaxation of the degree of competition." Robbins Report para. 146.

* Stats. Educ. 1964, Part 2, Table 42.

† Stats. Educ. 1964, Part 2, Table 36.

continue to be given to their needs. It is indicative that the Henniker-Heaton Report concentrates on the needs of this age-group, and that its proposals to increase day-release places from around 250,000 now to about 500,000 by 1970 are based on those needs. Whilst the various sectors of full-time and part-time education offer some opportunities for adult students, they are not adequate to meet all their actual or potential educational needs.

The responsible bodies

10. The Department of Education and Science gives grants to certain bodies responsible for providing adult education, towards their teaching costs, the rate being generally 70% to 75%. The first form of adult education to be grant-aided in this way was the three-year or four-year "university tutorial" class, the staple of the early university extension movement. The principle was laid down in 1913 that £30 or half the tutor's fee (whichever was the less) should be granted and in 1924 this was increased to 75% of costs incurred in teaching. The responsible bodies are now the Workers' Educational Association, the University Extramural Departments, the Cornwall Adult Education Joint Committee, and the Welsh National Council of Young Men's Christian Associations. The two chief organisations also receive other finance; the Extramural Departments receive from their parent universities a proportion of UGC grant, and the Districts and local bodies of the WEA receive grants towards administrative expenses from Local Education Authorities, who also sometimes provide accommodation for classes free of charge. Students also pay fees towards the costs of classes.
11. The courses provided are of varying length, from three or four-year "tutorial" classes, to one-year "sessional", one term "terminal", and "other" shorter courses. The numbers of students attending each type of class in recent years have been:

TABLE 2.

Students attending courses provided by 'responsible bodies', 1946/1962.

	1946	1948	1950	1952	1954	1956	1958	1960	1962
Tutorial	12,995	15,380	14,960	14,395	13,792	13,303	12,206	12,088	12,343
Sessional	24,069	25,731	27,437	24,831	27,442	28,483	29,491	31,642	36,104
Terminal	39,599	47,271	42,498	35,605	35,885	37,356	36,012	37,095	40,881
Other	60,995	75,025	77,955	62,372	70,663	85,893	92,981	98,573	114,389
Total:	137,658	163,407	162,850	137,203	147,782	165,035	170,690	179,398	203,717

Although numbers of students attending long tutorial courses have only decreased very slightly over this period as a whole, their proportion of the total has fallen from 9.4% to 5.5%. The proportion of the total who were taking one year "sessional" courses has remained almost static, rising from 17.4% to 17.7%. The proportion taking "terminal" (mainly one-term) courses fell from 28.7% to 20%; and the proportion taking "other" (including short, introductory and residential) courses rose from 44.2% of the total student numbers in 1946 to 56.1% in 1962.

12. The division of the total student numbers between Extramural Departments, WEA Districts, and other "responsible bodies" over the same period, was:

TABLE 3.

'Registered' students attending classes in 1946, 1952 and 1962, provided by the various 'responsible bodies':‡

Class	Year	Extramural	WEA	Other	TOTAL
Tutorial	1946	12,995	—	—	12,995
	1952	14,380	—	15	14,395
	1962	12,343	—	—	12,343
Sessional	1946	16,546	7,023	500	24,069
	1952	18,236	6,484	111	24,831
	1962	27,711	8,153	240	36,104
Terminal	1946	14,170	23,289	2,140	39,599
	1952	14,418	19,489	1,698	35,605
	1962	20,217	20,111	553	40,881
Other	1946	20,925	24,039	16,031	60,995
	1952	24,824	31,992	5,626	62,442
	1962	60,652	50,691	3,046	114,389

13. Of the "sessional" courses provided in 1946, 68.7% were provided by extramural departments, whose share of the total rose to 76.7% in 1962; the WEA provided all but a few of the remainder, other responsible bodies providing .6% of the 1962 total. Of the "terminal" courses, extramural departments provided nearly 36% in 1946, and 49% in 1962; the WEA provided 58.7% in 1946, and 49.2% in 1962; other bodies provided 6% of the total in 1946, and about 1% in 1962. Of the "other" types of course, extramural departments provided 34.3% in 1946, and 53% in 1962; the WEA provided 39.4% in 1946 and 44.2% in 1962; and the other responsible bodies provided 26.2% in 1946, and 2.6% in 1962. Thus, whilst the total number of students registered on WEA classes rose from 54,351 in 1946 to 78,995 in 1962, the WEA share of total registrations (excluding the three and four-year tutorial classes provided almost wholly by extramural departments) fell from 43.5% in 1946 to 41.2% in 1962; the extramural departments' share rose from 41.4% in 1946 to 56.7% in 1962; and that of the other bodies fell from 17.7% to 2.1% in 1962. If "tutorial" classes are included, the extramural departments' share of the total numbers of students registered on classes in the responsible bodies' sector of adult education rose from 46.9% in 1946 to 59.3% in 1962.
14. The subjects for which students enrolled in 1962 included: history, 24,420; archaeology 7,251; International and Commonwealth affairs, 14,202; social studies 46,601 (including 11,450 in economics); in law, philosophy, psychology and religion 21,837; in physical sciences 7,791; in biological sciences 9,823; in other sciences including mathematics 2,211; in language, literature and cultural studies about 27,000 including 18,958 reading English; in music 12,911; and in the visual arts 19,011. Amongst the "tutorial" class students, the largest single group studied music and the visual arts (2,727) followed by English (1,858); psychology (989); local history (827); international affairs (711); and philosophy (712) being the other main subjects. All the scientific subjects together totalled only 771 students of whom 362 studied geology.
15. Various reasons have been suggested for the changing pattern in length of courses. On the decline in three-year tutorial classes, F. W. Jessup has commented that adult students tend to be "people who move . . . usually for reasons connected with their work . . . in any class or course, newcomers to the town are likely to be well represented." If however this were the only factor involved, it is likely that the "sessional" course group would have shown a proportionate rise. A different factor recorded by Liverpool University Extramural

‡ Stats. Educ. 1963, Part 2, Tables 31 and 32, and Appendix 3, "Organisation & Finance of Adult Education".

Department is a growing demand from people who have already completed studies to a reasonably advanced level, who have developed the capacity for intensive study and who prefer a short course to a three-year or one-year course. Also the rapid rate of expansion in other branches of higher and further education may have increased the rate of turnover amongst staff and drawn potential tutors away from long-term courses in adult education; although the provision of adult classes is geared closely to demand, the number of students per class has risen from 15.4 in 1952 to 17.2 in 1962 in three-year tutorial classes, which suggests a shortage of tutors for this work, which is largely based on individual tutorial discussion. It has also been suggested that the change is affected by rising numbers of women seeking short courses of study during the day. Women have, however, over the past ten years consistently outnumbered men in each type of adult course and apart from a sudden spurt of 20% in the numbers of women registering for short courses in 1961, their numbers do not appear to have increased disproportionately to those of men.

TABLE 4.

Men and Women registering for courses provided by 'responsible bodies', 1952/1963*

Course	Men/ Women	1952/3	1955/6	1958/9	1961/2	1962/3	1963/4
Tutorial	Men	6,726	6,141	5,471	5,049	5,213	4,729
	Women	7,669	7,564	6,735	6,731	7,130	6,810
Sessional	Men	11,054	12,620	13,140	15,503	16,331	17,490
	Women	13,777	15,393	16,351	19,678	19,773	21,574
Terminal	Men	15,608	16,219	15,477	17,836	17,488	18,061
	Women	19,997	20,897	20,535	23,520	23,393	25,232
Other	Men	29,368	37,589	44,076	54,611	52,017	56,827
	Women	33,004	42,086	48,905	67,263	62,372	61,528
Total	Men	62,756	72,569	78,164	92,999	91,049	97,107
	Women	74,447	85,940	92,526	117,192	112,668	115,144
Men and Women:		137,203	158,509	170,690	210,191	203,717	212,251

It may also be true that the picture has been affected, in spite of the heavy competition from 18+ candidates, and in spite of the difficulties of living on a grant, by the increasing emphasis on formal qualifications and training, so that older people feel compelled to study full-time. This may be particularly true in scientific subjects, although the small proportion of adult students taking these may also be caused by shortages of laboratory and workshop facilities for adult students.

16. Several extramural departments have reported a striking growth in courses to overcome "two cultures" barriers. Leicester has developed courses in modern music, drama, poetry and philosophy for scientists and HNC holders; Birmingham has similar courses, and also courses in archaeology. Birmingham and London both have a range of courses for arts graduates in scientific subjects. Belfast, Sheffield and Leicester report courses designed for highly trained specialists in science and engineering who wish to study the principles and general theory of their specialist studies. Oxford, Birmingham, Glasgow and Bangor have arranged courses of liberal studies for students in Technical Colleges and Art Colleges.
17. A development has also occurred away from the traditional liberal and non-vocational form of adult education, and many extramural departments now arrange professional

* Stats. Educ. 1963, Part 2, Table 32 and 1964, Part 2, Table 32.

courses in collaboration with Government departments and other authorities, such as the Atomic Energy Authority, the National Assistance Board, nationalised industries, the Regional Hospital Boards, the Dock Labour Board, the Prison Commissioners and the Probation Service. Courses for social workers are arranged by many extramural departments. These are both specialist courses for child care officers, hospital administrators, probation officers or mental health workers, and also for mixed groups of social workers, to improve liaison between the different services. Manchester and Sheffield provide full-time courses for child care officers and day-release courses are arranged at London and Newcastle. Bristol has arranged residential courses for mental health workers and public health inspectors. Leeds run three-year tutorial classes in criminology for a wide range of people including mainly police officers, probation workers, magistrates and lawyers and criminology has become an established subject in some nine other extra-mural departments. In addition to specialist refresher classes for qualified teachers, a high proportion of students enrolled in general extramural classes as teachers. Sheffield, Swansea, Nottingham, Birmingham and Liverpool have also developed various courses for members of the clergy.

18. A wide range of courses has also developed in the extramural departments in co-operation with industry. Many of these cover a cross-section of workers; Hull, Newcastle, London, Glasgow and Sheffield have arranged conferences and short courses of this kind. Sheffield, Nottingham, Bangor and Swansea run factory-based classes for day-released groups or for classes meeting immediately after work. Although in some areas the proportion of working-class students enrolling in general extramural classes seems to have decreased, London Tutorial Classes Committee reports that: "The numbers of industrial workers taking part in tutorial and sessional classes have been steadily increasing in recent years, so that they are now the largest category of men students." In other areas the numbers enrolling for general classes have been low, but there has been "a remarkable response—frequently four or five times more applicants than the numbers of places available"† to offers of day-release extramural classes, which are similar to general extramural studies and are only "vocational" in that they are provided for a group of students from the same vocation or the same factory.

19. There has been a marked growth in art studies; the numbers of courses provided in the visual arts have grown from 39 in 1945 to 518 in 1961. Birmingham, Sheffield, Manchester London, Glasgow and Hull have reported a strong growth in interest in drama courses; Belfast, Birmingham, Nottingham, Liverpool and Aberystwyth have active studies in music. Although extramural departments in England and Wales had previously not developed modern language teaching, nine departments now provide classes in Russian and Cambridge, Glasgow and Bristol have arranged classes in Chinese. Many extramural departments have special classes for overseas visitors and students; Manchester has a three months course at its College, Holly Royde, for Scandinavian students, and a group of universities work together to provide an annual programme of six-week international summer schools.

20. Several extramural departments have their own College buildings which provide a focus for their work. The University of Southampton has recently established a centre for extramural studies which will give "a further stimulus to those activities which enable the university to serve the regional community and to nourish itself from its environment." It has arranged several residential courses, including one for senior apprentices in a Hall of Residence. Nottingham University arranges a programme of summer schools, including a residential course in a London University hall, for the study of contemporary arts; and a school specialising in economics, sociology and Northern European Pre-history, in Copenhagen. Nottingham, Derby, Boston and Loughborough all have centres for adult extramural education, and there was a threefold increase in class membership following the opening of a new centre, Tawney House in Matlock. Leicester also has its own centre, Vaughan College, which provides one-year full-time courses for Probation Officers and Child Care Officers, and three-term day-release courses in economics, industrial sociology, and

† "New Developments in University Extramural Work", page 11.

English, for industrial workers. One-term day release courses are provided for newly-recruited workers in the statutory and voluntary welfare services; in addition the College houses many evening courses, including those on Roman Catholic Theology (for a 3-year external Certificate), on Romano-British and on Mediaeval Archaeology. The Leicester Extramural Department is planning to open a similar centre in Northampton in 1965. Courses are also held in other towns, including Corby, Kettering and Daventry.

21. It was suggested earlier that staffing difficulties might be one cause of the relative decrease in numbers of long-term tutorial classes. Although part-time tutors who are practitioners in other professions are of great value in adult education, because of their practical experience and interest, it is also clear that full-time tutors are needed to guide and formulate study programmes, to maintain high standards and to study and develop new methods of teaching adults. Both the university extramural departments and the WEA have recently reported* difficulty in recruiting full-time tutors. Approximately half of extramural part-time tutors are members of university internal staffs, and the ratio of part-time to full-time extramural tutors has been estimated at 1 full-time to 13 part-time. The Universities Council for Adult Education reports that " . . . a large number of universities feel that the quality of their work would be improved by a more extensive employment of full-time staff." The ratio of full-time to part-time tutors in the WEA is even smaller—approximately 1 full-time to 36 part-time tutors. The WEA has only 54 full-time tutor-organisers and tutors, and "all WEA Districts are acutely aware of pressure on their existing staffs, and of unexplored opportunities, both territorially and functionally." The WEA has, under the present system of around 75% grant towards teaching costs from the Department of Education and Science, to find the balance of the costs of employing more full-time and part-time tutors from its own resources, and many Districts find this difficult. The WEA depends heavily on voluntary work by Branch Officers, and also reports severe problems of turnover amongst its part-time tutors, in two areas rising as high as 30% a year. The shortage of full-time tutors to guide and train part-time tutors accentuates the difficulty of recruiting suitable part-time tutors. Good full-time teaching in adult education, "essentially . . . depends on a sense of personal vocation and responsibility and in this the WEA, in common with other agencies of adult education, is still strong. It would be unfortunate if it were to be strained beyond breaking point."

Correspondence colleges

22. Little reliable information is available on the correspondence colleges but they provide a substantial slice of the educational opportunities open to adults. It has been estimated that there are at least 50 correspondence colleges in Britain, and that between them they may cover as many as 500,000 students† of whom more than a half may be overseas. Although most are fairly small, six Colleges are certainly large establishments: Wolsey Hall, Rapid Results, University Correspondence, Metropolitan, International Correspondence and the British Institute of Engineering Technology. Between them the Colleges offer a wide range of studies for qualifications, for hobbies, and for general interest. Courses are provided in everything from hypnotism and public speaking to GCE subjects, accountancy, engineering and various professional qualifications. However, a recent enquiry‡ found that only 18 Colleges offered courses for such basic subjects as English Language and Pure Mathematics for London G.C.E. "O" level. Wolsey Hall has an annual enrolment of over 25,000 including some 3,000 in HM Forces, 10,000 British students and over 12,000 overseas. Most of last year's intake was between 28 and 35. They take a variety of courses; about 7,500 on "O" level GCE, 6,500 on "A" level GCE, 2,000 studying for degrees, and the balance

* "Accommodation and Staffing for Adult Education" Report, 1963.
† ACE "Where? 14".
‡ 'Which?" October 1963.

studying for various professional examinations. Total enrolment in Wolsey Hall is between 40,000 and 50,000. The Rapid Results College is about the same size; Metropolitan and University Correspondence are both not much smaller. Two other Colleges, International and the British Institute of Engineering Technology, are said to be larger than Wolsey Hall These six colleges alone probably account for 300,000 of the estimated total of 500,000 correspondence students registered with UK based Colleges. If the Wolsey Hall figures are typical, nearly half this total are students resident overseas.

23. Supplementary statistics can be gained from the user's side. The Robbins Report§ estimates that 2,000 students were studying by correspondence alone for preliminary examinations, and 1,400 for final qualifications, in architecture (RIBA), Chartered Surveying (RCI) and building (Institute of Builders); that 10,000 were studying by correspondence alone for preliminary, and 7,000 for final examinations, of the Institute and Faculty of Actuaries, the Institutes of Chartered Accountants, and the Association of Certified and Corporate Accountants; and that 28,900 were studying for preliminary and 13,000 for final qualifications in Cost and Works Accountancy, Banking, Taxation, Transport, Marketing and Sales Management, Office Management, and Advertising and for examinations of the Institute of Statisticians, the Corporation of Secretaries, the Chartered Institute of Secretaries, the Chartered Insurance Institute, the Chartered Auctioneers and Estate Agents' Institute, the Purchasing Officers' Association, and the Building Societies Institute. 1,500 were estimated to be studying for Inns of Court and Law Society preliminary examinations and 400 for final examinations, by correspondence alone. In addition to the 41,900 studying for the range of qualifications from Cost and Works Accountancy to Building Societies already listed, some 52,600 were studying for these qualifications partly by correspondence and partly by part-time classes and practical work; 12,800 students were preparing partly by correspondence for RIBA, RICS, and Institute of Builders qualifications; 11,000 were preparing part by correspondence for qualifications as Actuaries, Chartered and Corporate Accountants. The Chartered Insurance Institute runs its own correspondence courses, and 72% of all C.I.I. students prepare by correspondence alone. Whilst very few candidates for the qualifications offered by professional institutions in science and technology prepare by correspondence alone, over half of those preparing for commercial qualifications use this method, 14,679 registered degree external students of London University in 1963/4, 3,761 were registered at correspondence colleges, as were also 386 of the 1,285 registered for London University Diploma courses. The Institute of Army Education subsidises 25,000 servicemen on correspondence courses, and some LEAs will assist correspondence students with their fees.

24. Few estimates of wastage from the courses are available. The Robbins Report states:‖ "Wastage in the commercial group appears to be very high; for every 10 students who enrol, only 5 get beyond the intermediate stage and 2 pass the final examination. However, it has to be borne in mind that the numbers who qualified in 1961 ought strictly to be related to the students who entered several years before and if the associations have been expanding recently then this estimate of wastage will be exaggerated. Wastage in the legal group seems to be much lower, with one qualification for every two new enrolments. The fact that 6,900 home students initially entered courses of private study in 1961, whereas 4,100 successfully completed them in the same year, suggests that wastage in courses of private study is just over 40%. But this figure must be treated with reserve, both because the entry and output figures are based on incomplete data, and because they refer to the same year." If wastage from correspondence is high, reasons may be sought not only in the inherent difficulty of studying in the evenings for older people, without discussion and personal guidance from a tutor, but also in the methods which some of the Colleges use. The "Which?" survey of 18 Colleges found that some were apparently not keen to pursue registered students who failed to return work; that although the tutor's advice was often of high standard and helpful, the

§ Robbins Report, Appendix 2B,Part V.
‖ Robbins Report, Appendix 2B, page 376.

written material and lesson notes supplied were outdated, overdetailed and pedantic; that most Colleges made no initial assessment of the student's ability and standard; and that many of the courses required students to do a great deal of misdirected work.

25. A handful of the correspondence colleges are linked in the Association of British Correspondence Colleges, a body which recommends but cannot enforce standards of good practice in such matters as advertising courses and describing qualifications offered at the end of the courses. However, the Association has no powers over its members, and has only a very limited membership. The "Which?" survey of 18 colleges found that only 8 were members of the ABCC, and that only 3 of them were amongst the six Colleges singled out as providing good courses of study. There is no doubt that more impartial information about the Colleges is needed, particularly as they are believed to draw so widely on overseas students. The Robbins Report* comments on "the anomalous state of the present law, under which . . . there is at present in Great Britain virtually nothing to restrain unauthorised associations or persons who purport to award degrees. Unless fraud is to be proved, a "degree" can be conferred after studies of trivial content, or indeed after no study at all. It is true that such degrees have had limited appeal to residents in this island, but they have sometimes, through ignorance, proved attractive to people abroad, and have caused embarrassment to those concerned with the repute of British education. Action is difficult, not only against those who confer worthless degrees, but also against those who falsely lay claim to genuine qualifications. We recommend legislation to remedy both deficiencies. In future the power to give degrees should be vested in authorised bodies or persons and abuses should be capable of speedy and effective remedy."

26. Members of the present Government have in the past supported measures to raise and regulate through inspection† the standards of correspondence colleges, and of private colleges specialising, for example, in teaching English to overseas students. Action of this kind is urgently needed. We have in this country a great deal to learn from other countries about the uses and value of correspondence education, and also on the extent to which it expands as other opportunities for further education expand. It is often suggested that the expansion of conventional facilities for education will reduce the future role of the correspondence colleges. We cannot accept this idea. The improvement of pre-18 education and the expansion of post-18 education will leave pockets of demand from late developers, married women wanting to train for work after their family grows up, workers seeking a change of job or forced by redundancy to change employment. The history of education shows that demand always has outstripped supply; increased facilities for the young generation create increased educational demand throughout the community. The tremendous growth of the correspondence colleges since the war bears witness to this trend. In the U.S.A., with a quarter of the age-group now going on to higher education, the **annual** enrolment in correspondence courses is around 2,000,000. Sweden, with 7.5 million people has one college alone with over 100,000 students enrolling annually (Hermods); a Government survey two years ago revealed that one in ten of the entire population are taking correspondence courses. The reason for this is only partly geographical; whilst correspondence work is important in the sparsely populated areas, as it is in South Africa and Australia, the great majority of Swedish correspondence students come from the densely populated areas which have probably the best facilities for adult school, college and evening class studies in the world. Sweden demonstrates the wide variety of situations in which students turn to correspondence. A large part of Hermod's work consists of on-the-job training for engineers, bank officials, and others—giving policemen a grounding in criminology and psychology and nurses basic knowledge of medicine and surgery. Holland, with a greater density of population even than South East England, has 220,000 correspondence students in a population of 12,000,000.

27. But it is of course in Russia that correspondence education plays the biggest role, and the

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* Robbins Report, para. 435.
† H. J. Boyden, M.P. introduced a Private Members Bill in 1963.

aspect of the Russian system which most deserves study is the close integration of correspondence education with full-time higher education. Correspondence courses are used for education and professional training in a range of professions far wider than those for which they are used in this country. 52% of 2,396,000 students in higher education in 1960 were studying by evening or correspondence courses,‡ and it is planned to increase the proportion to 56% by 1980, when total numbers of students are expected to reach 8,000,000. Many courses are provided for practising students to enable them to study as they work; they include courses for teachers, scientists and engineers. An elaborate system of incentives for successful evening and correspondence students provides time off work on full pay, half pay, and extended leave with or without pay, to help them to make further progress. Four month's leave on full pay is granted before the final examinations for a degree or diploma. Students can be granted exemption from night shift work whilst they are studying, and also from having to change their place of residence. In general, courses by evening and correspondence work are expected to take about a year longer than those taken full-time. The Robbins Report§ estimates that wastage from full-time courses is about 20%, and for evening and correspondence about 44%. There is substantial research into the problems of adult education by the Academy of Pedagogical Sciences, which has set up a separate research Institute for this purpose. The full range of general secondary school courses, specialised secondary and higher specialised education, is available in evening and correspondence schools.

28. Such integration is unusual in Britain and exceptions are worthy of note. The College of Estate Management in Kensington is a recognised institution of London University, offering courses both for London degrees and for RICS qualifications. It is unusual in being both a full-time, an evening and a correspondence College. Full-time lecturers write correspondence lessons for part-time home students and supervise their work in addition to normal internal duties. Ruskin College until recently had a Correspondence Department, and the Co-operative College also prepares students by correspondence for Co-operative Union and Nottingham University examinations. Links exist through the professional institutions, some of which provide their own correspondence courses for qualifications which are directly related to degrees; and the different stages of City and Guilds, and ONC courses can be taken either part-time at college or by correspondence. There are also links formed by lecturers and teachers in the general education structure who act as part-time correspondence college tutors; however, these are not likely to be so effective as they are in the U.S.S.R. where the same scales of pay apply to both kinds of work and teachers are supposed to move freely between the different types of service. That the links between equivalent full-time work and correspondence courses are not effective is indicated by the "Which?" finding that the syllabus was in some cases out of date and the correspondence course material was "misdirected".

29. Although the existence of the Association of British Correspondence Colleges is at least an indication that the public is uneasy about the standards in correspondence education, it is clearly wholly inadequate to raise these, and it is doubtful whether any voluntary membership body can do so. However, a model for voluntary action is available in the Accrediting Commission of the National Home Study Council of the U.S.A., which was set up in 1926 to approve and regulate the standards of private home study schools, by working out a series of requirements for method, academic content, sound educational standards, and ethical business practices which member Colleges are expected to meet; and by requiring members not only to evaluate in great detail their own standards and methods and to report on them, but also to accept inspection. "A fact-finding committee visits the School", and a judicial body of the Association decides whether to admit the School to membership, taking into account both the School's own self-analysis and the views of its visiting committee. This system might not transplant effectively to this country, where the numbers of correspon-

‡ "Adult Education in the U.S.S.R."
§ Robbins Report, Appendix 5, page 200.

dence Colleges are smaller than in the U.S.A., and where a small group of large Colleges would probably dominate any "voluntary" system. However, a valuable result of the work done to raise standards in the U.S.A. has been the development of a flexible system of recognised credits for different courses, by which one or more points are credited to a student who has successfully completed a given course; the number of credits is nationally agreed for each course according to its level and content, and a student can, if he wishes, complete the equivalent of a full-time course by accumulating credits through part-time and correspondence study.

30. On standards of correspondence education in this country, the Robbins Report commented‖

"One half of those studying for commercial qualifications take correspondence courses as their only form of organised instruction off the job. It is difficult to generalise about modes of preparation, but in most cases it can be said that, since the examinations are designed to maintain professional quality, the standards are severe. Criticism is therefore likely to be based much more upon a narrow technicality than upon absence of intellectual difficulty. And we have little doubt that some of the criticism in the past has been justified. A lawyer, an accountant or a company secretary trained in this way was not likely to be lacking in professional knowledge as compared with his counterpart who had passed through a university or some other institution of higher education. But he was perhaps less likely to be sensitive to the general implications of his subject, and for that reason less aware of the currents of change.

In recent years more and more professional bodies have been changing their requirements so as to give certain exemptions to candidates having degrees or other qualifications obtained in institutions of higher education. We have no doubt that this tendency will grow and we welcome it, not only in the interests of liberal education but also because nothing but good can come from a more intimate co-operation between professional bodies and institutions of higher education."

Radio and television

31. A new field of education is opening up through radio and television, in many cases linked with correspondence and tutorial work. There are already a number of experimental courses of this kind. The Adult Education Department of Nottingham University is providing a course in economics, which has 1,450 students who have completed the course so far—only about 100 having abandoned the course. After each one of a series of 13 20-minute A.T.V. television programmes, the students read the relevant section of their course handbook, complete written work and send it in to a group of some 50 tutors, who mark and return their work. The National Extension College at Cambridge is providing courses for London External Degrees, linked with reading material and tutorial guidance from university teachers, and planned to be supplemented over radio and television. The NEC also includes residential courses in universities during the formal vacations, for extension students, to enable them to meet their tutors and to use the libraries, laboratories and workshops for wide reading, experiments and practicals. An adult course in "O" level English using radio, correspondence tutors and group meetings, is also being operated by the NEC. Other efforts have been made to add another dimension to education by television. Rediffusion Television has issued reading material for its series "Towards 2000", and also arranges viewers' conferences. ATV has arranged to publish the text of its French language series through Penguin Books.

32. It is clear that there is a very wide audience for educational television. The Ulster "Midnight Oil" series, produced by Queen's University in 1962, was broadcast by Ulster Television at the end of normal transmission but nevertheless reached an audience of 70,000. During its first year, BBC educational television showed that "adult education series can reach hundred thousand in Italian." The BBC's "Tuesday Term" series and the Third Pro-

‖ Robbins Report, paras. 511 and 512.

gramme's "Study Session" reach large audiences; and the Cambridge Television Committees' series of first year degree level lectures, on English, mathematics, biology and politics, broadcast at 7.15 in the morning, nevertheless reached some 200,000 people. Research into the uses of television and the results of television study is being conducted at the University of Leeds. The University of Southampton extramural department has produced a series of adult education lessons in English literature which were broadcast by Southern Television at peak viewing periods. An attempt to assess results was made by using questionnaires and meetings of tutors and organisers. A follow-up sessional class on the "Science of Man" series was organised in Crawley and a class on the series "A Hundred Years of Marxism" "met on nine summer evenings in a remotely situated school but it was well and consistently supported."

33. Schools radio and television have a long history in Britain, and in many respects we lead the world in the use of mass media as an educational aid in schools, even though it is estimated that only 20% of schools are equipped to receive television. But in adult education we are far behind other countries. In Russia there is a Moscow Radio University which operates full-time dealing with problems sent in by students; there is also a television university specialising in science, engineering, art and English. In America, the first "Televarsity" was opened in 1953 and there are now over 50 stations broadcasting an average of 45 hours of adult education television a week each. The most far-reaching venture is that of the Washington University of St. Louis. Their evening lectures are broadcast to study groups in local community centres, schools, fire-stations, etc. Each group is provided with written material to supplement the programmes and the local newspapers co-operate by running special features to coincide with the lectures. After each lecture the discussion groups have an hour to 'phone in questions to the television station before the lecturer comes back for a further spell to deal with these questions by television. The audiences these "televarsities" attract vary from course to course, but a National Broadcasting Corporation/U.S. Government course has been known to record 500,000 viewers. The vast majority of viewers are "eavesdroppers". Only about one in a hundred is enrolled for credit studies. Nevertheless, credits apart, an audience of half a million for a fairly advanced course of talks is surely justification enough of the air-time used. Courses are planned both for the relatively small audiences of people studying for qualifications and for the much larger audience of "eavesdroppers". Lectures at 6.30 a.m. in New York City were watched by 100,000 people of whom only 1,300 were enrolled for credit. "Continental Classroom", a series produced by collaboration between some two to three hundred American Colleges and Universities and the N.B.C. and televised between 6 a.m. and 7 a.m., had 400,000 viewers and only 5,000 enrolled for credit. The position is similar in Japan, where "educational television is more highly developed than anywhere else in the world."*

34. Many of the television courses so far developed in this country are of higher education level. Television could also be of the greatest value in stimulating a desire for education amongst older people who left school at 14 or 15, and awareness of this potential is likely to grow as the education service itself improves. For example, 5,585 secondary modern pupils attempted GCE in 1954 and 26,416 attempted it in 1960. Surely this indicates, not that innate ability had multiplied five times in those six years, but that 20,000 potential candidates were lost in 1954 because of inadequacies in the education service. The development of Certificate of Secondary Education courses provides new scope for formal education towards qualifications, not only in schools but also to a wide public of older people. Many practical subjects such as secretarial and domestic skills, could be taught through a combination of mass media and correspondence. Television could also be used to widen the scope of education, not only for adult students but also for those attending higher education courses full-time, by enabling them to learn of the different theories in such subjects as history, politics, economics and philosophy, held in different centres of higher education. Closed circuit television could also help students for example of medicine, education and social science, by enabling

* Michael Young, "Where? 18".

them to observe different methods and approaches to casework.

35. The main problems in developing educational television are likely to arise in deciding the best use of limited time; in providing adequate links with correspondence tutors, including face-to-face tuition; and in providing a structure of examinations for those who want to "enrol for credit". Concerning the cost of television/correspondence courses devised by the National Extension College, it has been estimated† that, with a body of 20,000 students enrolled for various degree courses, the annual cost per student of correspondence would be £20, of broadcasting £20 (without a fourth channel), of short residential courses £10, and of examinations £10, making the total annual cost about £1,200,000. In addition to the 20,000 enrolled students, it should be remembered that the programmes will reach and stimulate a very much larger audience of "eavesdroppers"; and that a programme of this kind, once planned and modified by experience, can be recorded for future use both here and abroad, thus reducing the proportionate cost of development. The function of television in reaching and stimulating wide audiences is in the missionary tradition of the adult education movement and is of the greatest importance for the future development of adult education.

Adult colleges

36. The Robbins Report gave the following brief account‡ of the Colleges:

"There are seven Colleges in England and Wales that provide long residential courses in liberal studies for adults, generally for periods of one or two years. Two of these colleges are independent and receive no aid from public funds. These are the Co-operative College in Loughborough, which is run by the Co-operative Movement; and Woodbrooke College, Birmingham, which is run by the Society of Friends.

The remaining five colleges receive direct grant from the Ministry of Education which amounted to some £55,000 in 1962/3. Four of these Colleges (Catholic Workers', Ruskin, Fircroft and Hillcroft) are in England, and one (Coleg Harlech) is in Wales. It has recently been agreed to provide capital grants to meet 50% of the cost of expansion and improvement of the Colleges.

The table shows that there were 370 students in these five colleges in the academic year 1961/2. The Colleges prescribe no formal qualifications for entry. The majority of entrants are aged between 25 and 30 and come from manual or routine clerical occupations. Most students receive grants from local education authorities, but some are supported, in whole or in part, by Trades Unions, or by various trusts and bursaries at the disposal of the colleges. Many of the students later proceed to take degrees at university, or to train for professions such as teaching or social work."

TABLE 5.

Students in long-term Residential Colleges of Adult Education: by length of course. England and Wales 1961/2 and 1963/4.

	Men		Women		Number Men and women	
	1961/2	1963/4	1961/2	1963/4	1961/2	1963/4
Duration of course						
Less than one year	12	18	8	10	20	28
One year	211	205	75	81	286	286
Two years	56	52	8	2	64	54
All	279	275	91	93	370	368

Source: Stats. Educ. 1962 Part 2, Table 31, and 1964 Part 2, Table 32.
Note: the Table excludes the Co-operative College and Woodbrooke College.

† Michael Young, "Where? 18".
‡ Robbin's Report Appendix 2 B, page 403.

37. This distinctive form of adult education has been available to a few students since the turn of the century—the first adult college, Ruskin, was founded in 1899, Fircroft in 1909, the Co-operative College in 1919, Catholic Workers' in 1921, and Coleg Harlech in 1927. The Colleges were all founded independently of Government capital, and their distinctive origins still influence the syllabus and type of student attending. Ruskin has substantial links and support from the Trade Union Movement; Catholic Workers' seeks to develop capacity for service amongst the Catholic laity; Coleg Harlech has a special care for the maintenance and development of Welsh culture; Fircroft and Hillcroft retain the tradition of their foundations in direct imitation of the Danish Folk High Schools of seeking to send students back to working life, better equipped as citizens and persons; Co-operative College attempts to provide both vocational and non-vocational education, mainly to those who are associated with the Co-operative Movement; Woodbrooke College serves "as a centre for refreshment, reflection, study and preparation for Christian life and service."

38. The Colleges vary greatly in size, but all are small compared with most other types of residential College. Catholic Workers', for example, had seven students in 1933, and 13 in 1938; after fluctuating between 20 and 24 students a year during the decade after the war, numbers have risen in the past five years to around 40, and the College plans to extend to 60 students. The College received nearly 300 enquiries from potential students in the course of 1962/3. Other Colleges have felt increasing pressure from applicants; Coleg Harlech, with 100 places, had 250 applications; Ruskin with a crowded-up maximum of 120 places reports over 2,000 and Fircroft, with 38 places, had 220 British and 60 overseas applications.

39. The Colleges have a substantial proportion of students from overseas. Catholic Workers' had 11 in 1963, Ruskin had 23, Harlech had 10, and the Co-operative College offers special studies in Co-operation Overseas which attract students from all over the world. Fircroft estimates that some 25% of its students are from overseas. Some of the countries from which students have come are Nigeria, Tanzania, Malawi, Aden, Guyana, Denmark, Malaysia, Malta, Mauritius, Germany, Sierra Leone, Sweden, Uganda, U.S.A., Poland, Norway, Netherlands, Hong Kong, Kenya and Ireland. The Colleges have found that demand is growing, not only from students in this country but also from overseas, and several note increasing demand from women students.

40. The practical need to develop unused ability is illustrated by the Principal of Coleg Harlech who points out that adult students under 23, who wish to enter University, cannot do so without taking "A" level subjects: "Of 22 students who entered themselves for such examinations this year, only one failed. This is a much higher ratio than that achieved by a grammar school sixth . . . over half were manual workers and the other half were clerks . . . over three-quarters of them had failed their 11+ examination . . . none had been in residence for more than six months when they took these examinations."

41. Figures submitted by Ruskin to the Robbins Committee show the same picture of latent ability. The following breakdown is given of 180 ex-Ruskin students:

No secondary Education	87	48.3%	Left school at 14	103	57.2%
Secondary/Modern/Central	17	9.4%	15	25	13.9%
Technical School/College	14	7.8%	16	52	28.9%
Grammar	52	28.9%		—	—
Independent	10	5.6%		180	100.0%
	—	—			
	180	100.0%			

Of the 87 with no secondary education, 37 went on to take degrees or other educational qualifications.

42. Between 1947 and 1960, 719 students followed a course of study at Coleg Harlech of whom 162 subsequently completed a degree course. Their former occupations were:

Clerks	32	Toolmakers	2
Overseas students	17	Painters	2
Miners	12	Police	2
H.M. Forces	9	Electricians	2
Factory Workers	9	Nurses	2
Shop assistants	7	Journalist	1
Fitters	6	Crane Driver	1
Seamen	6	Chef	1
Farm workers	6	Printer	1
Carpenters	6	Salesman	1
Labourers	4	Machinist	1
Home duties	4	Tool setter	1
Typists	4	Railway porter	1
Engine drivers	4	Insurance agent	1
Bus drivers	4	Bricklayer	1
Steel workers	4	Library assistant	1
P.O. workers	3	Tailor	1

43. It is interesting to notice that except for one person the whole of the WEA movement in Wales is staffed by graduates who received their introduction to serious academic study at Coleg Harlech.

44. One of the main problems confronting an adult who wishes to take a course of higher education is that of finance. Awards to Adult College students are entirely within the discretion of Local Education Authorities. Even for those students who receive a full award, it will probably fall far short of the wage he has been earning on which he has probably been supporting a family. The costs students have to meet are illustrated by a statment of costs at Ruskin College. In addition to annual tuition fees of £75 and board and accommodation fees in term of £165 0s. 0d., the student's minimum personal expenses for the year are estimated to amount to £133, of which £23 is towards his maintenance and living costs during vacations. Registration and examination fees total £9 5s. 0d. Thus the student has to find £380 a year plus the cost of maintaining himself in the vacations. Whilst many students hope to find a vacation job and support themselves in that way, many courses of adult training require practical work in the vacations, for which £5 a week (usually for three months) and additional fees, and usually fares, have to be paid. In many cases the costs will be at least £450 a year. For a married student the costs are prohibitive unless his wife can find a job and he himself receives a full grant.

45. The Colleges depend heavily on students' fees which provide a large part of their recurrent expenditure. Ruskin College receives grants, donations and subscriptions from Trade Unions, Working Men's Clubs, Trades Councils, Co-operative Societies, and from individuals, which together with income from lettings provide some 20% of income. 39.5%of income came in 1963 from the Department of Education and Science and 41.8% from students' fees. Catholic Workers', which has no guaranteed support from outside bodies, draws nearly 50% of its income from students' fees, and had a deficit of over £4,000 on its 1963 expenditure, and comments: "As the College grows in size the deficit grows, too. In our work a deficit is the price of success . . . the College offers a remarkably good bargain. Where else for so small an outlay could the work be done that we do, not only for our own people, but also for those from the developing countries?" Fircroft draws over 40% of its income from students' fees. Halrech draws some 58% of income from students' fees, 33% from the Ministry of Education, and some 8% from voluntary subscriptions. All the Colleges find that the present system, under which LEAs have entire discretion over the granting of awards, is a serious handicap to recruitment, and that students who would benefit greatly from the courses cannot take up places because of "refusal of a grant by a tight-fisted local authority". One College with a maximum capacity of 75 offered 101 places

"as probably 20% of the accepted candidates would not receive awards." Another College estimates that between 10% and 15% of accepted candidates withdraw before beginning the course because of inabliity to raise the necessary finance; it believes that approximately 25% are refused LEA grants, and attend the College on borrowed money or on their own savings.

46. The uncertainty over grants from LEAs creates special difficulties for the high proportion of Adult College applicants and potential students who are married and have families to support; Coleg Harlech comments: "There is a large group of married men who would benefit tremendously from a course at a residential College for adult education but who find it impossible to persuade their local authorities to give them a grant large enough to tide their family over a year's absence of the breadwinner from work. Very often the wives are able to find jobs but when the children are under the age of 5 this becomes very difficult." Because the Colleges depend heavily on student fees for their income, they cannot admit students who cannot raise all the money required. The uncertainty over grants to students is itself a serious limiting factor on the growth of the Colleges and on the extent to which they can publicise their work. Catholic Workers' College points out that in one year nearly 25% of their students came from one Diocese: "This is not fortuitous . . . . Not since 1922 has the Diocese been without a student at the College . . . . The credit is due to the Tyneside Scholarship Committee who have made the College so well known in the diocese that not a year passes without two or three or more good candidates being found."

47. The Colleges offer a wide range of courses. Ruskin College provides courses for the Oxford University Diploma in Economics and Political Science, for the Economic Diploma, and the Diploma in Public and Social Administration, which are two-year courses. An arts course and various special tailor-made courses are also provided. From October 1963 the College has offered a one-year Residential Child Care course for the Home Office Certificate in Child Care. Teaching Methods courses are also offered for second-year students and for Trade Union officers and tutors. From its inception in 1899 the College ran the Ruskin Correspondence Department, transferred to the TUC in 1963, which extended the College's work and enabled some students to start or to continue their courses by correspondence. Catholic Workers' College also offers the Oxford University Diploma courses and notes that the University's agreement to absorb the Economics Diploma into the Politics and Economics Diploma has enabled them to offer to overseas students a course which does not demand the study of British history. Courses in youth work, child care, and industrial relations, are also provided. Coleg Harlech offers one-year courses, which may be extended to two years, of a liberal non-vocational kind. Courses include a series of lectures on science, and on twentieth century ideas, together with main studies in a wide choice of subjects of which the most frequently chosen are English Literature, Economics, History and British Constitution. Students who have successfully completed the two-year diploma course may enter Oxford or Cambridge to take a further two years study for a degree, and the College is hoping to negotiate a similar concession from the University of Wales. Two of the other activities of the College are of particular interest; a correspondence course in learning Welsh run in conjunction with the BBC which has enrolled over 1,000 students in three years; and a residential course in liberal studies for students of the Flintshire Technical College. This the College regards as a well-established and successful course whose expansion is chiefly prevented by lack of space at Coleg Harlech. The College also provides "A" level GCE courses for students needing them to secure University places, but points out that these "do not test the quality of a mature student. Moreover, there are no "A" level examinations in the subjects that many of our students wish to study—Philosophy, Psychology, Archaeology, Sociology and Industrial Relations." Fircroft College provides a one-year liberal course, offering lectures, tutorials and seminars in economics, political theory, social and economic history, psychology, English Language and Literature, ethics, industrial relations, elementary statistics, and industrial sociology. Students may also attend courses in other subjects including pottery, French, public speaking and the social services, offered by the Selly Oak Colleges. Over half the students completing the course in 1963 went on to

further full-time study in some form of social work and a further quarter left their previous job and moved into some aspect of social work. The Co-operative College offers two year Diploma courses, in Political, Economic and Social Studies of the University of Nottingham and also for the Co-operative Union Diploma in Co-operation. Apart from these liberal courses, the College also offers courses for four vocational qualifications, each of one year. These are the Certificate in Departmental Management, the Diploma in Co-operative Management, the Diploma in Co-operative Secretaryship, Inter., and the Final Diploma. Courses in Co-operative Management Development and in Co-operation Overseas are also offered. In addition the College has a few places for students taking a planned series of one or two weeks' short vocational courses. Studies for the Co-operative Union awards are also conducted by correspondence so that students may take them partly by this means, and local Co-operative Societies also arrange local classes. Students may also study for the City and Guilds Technical Teachers Certificate at Loughborough College of Further Education, and students take courses in the appreciation of music, painting or literature; special courses in English and British Education are also provided. Studies are mainly by tutorial, seminar, lecture and project work. Woodbrooke College offers a joint course for teachers in boys' Approved Schools and a supplementary Certificate in Divinity which can also be taken at Birmingham University, but its main emphasis is on theological studies and on personal studies in "the Quaker interpretation of the Christian faith" which draw a large number of students (about half the College) from overseas.

48. As has already been seen, the five grant-aided Colleges had a total of 370 students in 1961/2 and 368 in 1963/4. Woodbrooke had 60 students in 1964, and the Co-operative College 120, so that places in the seven long-term adult residential Colleges total 550, compared with an estimated 400 in 1954. This increase, in spite of the severe financial difficulties cramping the Colleges, illustrates the constant pressure towards expansion of this form of adult education. This was recognised by the Robbins Committee, who said of the Colleges:

> "The quality of their work is demonstrated by the fact that a successful student may secure admission to a university as a senior student. For years these Colleges for adult students have been carrying on in the face of increasing financial difficulties. The records of past students are an eloquent testimony to the value of the work they have done in providing a chance for those who in one way or another have not had opportunities earlier. The submissions the colleges have made to us show beyond doubt that there is great demand for their courses. We recommend that consideration should be given to assisting them in the immediate future by capital grants, and also by enabling suitable entrants to obtain adequate financial support during their studies."

49. The five Colleges have received grants towards current expenditure from the Ministry of Education, which totalled £40,750 in 1957, £41,400 in 1958, £45,912 in 1959, £47,814 in 1960/1, £49,463 in 1961/2 and £55,362 in 1963/4. Although the Ministry has powers to make capital grants to the Colleges under the Further Education Grant Regulations, these powers have never been used until, after discussions in 1963 and the Robbins recommendations, the Ministry agreed to grant capital equal to 50% of the cost of approved expansion over a three-year period beginning in 1965/6. With this grant, and the proceeds of a nationl appeal, the Colleges plan to undertake a small expansion programme. Ruskin intends to expand places from about 135 to 160, Hillcroft from 56 to 80, Catholic Workers' from about 45 to 60, Coleg Harlech from 100 to 120, and Fircroft from about 40 to 50. This programme will therefore provide 104 extra places in the five grant-aided Colleges, so that, assuming that the two independent Colleges remain at their present size, there will be 654 places in the existing Colleges by 1968.

50. Although the Principals of the Colleges vary somewhat in their attitudes to expansion—and it is noticeable that even after the three-year programme has been completed, four of the seven Colleges will have 80 or fewer students—most are agreed that there is a large potential demand for studies of this kind which is not being met in the present conditions. It appears to be generally held that a small College group is essential for successful tuition and development of adult students, and even the largest of the Colleges is well below the

average now accepted as right for a residential Training College. However, the Principals, of the Colleges seem rather to advocate founding new Colleges than greatly increasing their own size. H. D. Hughes has suggested* that: "The whole provision might be doubled. After allowing for existing expansion plans, the remainder might be provided for in, say, two new Colleges in appropriate regions, preferably linked with universities." These suggested new foundations would be of approximately 200/250 students each, which would raise the average size of the Colleges to about 100. Larger Colleges might well themselves provide an impetus to the existing Colleges to increase their numbers, if experience showed that greater size did not seriously harm the quality of the education provided.

51. Whilst there is a strong case for increasing opportunities for older people to train for professional work such as social service and teaching, there will be a growing need for non-vocational studies. The one to three term course of this type, designed as an entity, not necessarily leading to further study, and teaching the student how to work intensively, will continue to be in demand. The Colleges' role in introducing older people of character and ability through wider liberal studies to specialist training or degree studies elsewhere is also certain to grow in importance as the provision of higher education lags behind demand at the conventional age. In 1963, for example, only 49% of the applicants for University courses in Social Studies were successful in finding places. It is therefore necessary that the civic universities should review their arrangements for admitting candidates from the Adult Colleges, and should follow the lead of the older Universities in granting them exemption from parts of the three-year degree course. It is also desirable that the GCE examination should offer suitable Advanced level papers in subjects most in demand by adult college students.

52. There must also be improved publicity of the activities and the existence of these Colleges. The methods by which potential students learn of the Colleges and the opportunities they offer are limited and random, often depending on personal experience and hearsay. There is very little publicity by many of the Colleges themselves, because of their limited finance, limited places and often because of the existing heavy demand for them. In an expanded system of adult education there must be a great expansion of advertising of the courses.

53. Students accepted by the Colleges should be guaranteed awards adequate for maintenance during the course, and the capital grants for expansion should be increased and continued beyond 1968. If the existing Colleges are unwilling to expand beyond 1968, plans for founding new Colleges should be put into effect.

Colleges offering shorter residential courses

54. There are 19 Colleges and 9 Conference centres† which are maintained or assisted by Local Education Authorities, and which provide short residential courses of various kinds, attracting the following numbers of students:

TABLE 6.

Colleges

Duration of course	1960/1		1961/2		1962/3		1963/4	
	Men	Women	Men	Women	Men	Women	Men	Women
Less than 4 days	11,335	14,533	13,511	16,327	12,904	15,647	14,087	17,458
4 days but less than 7 days	4,332	2,833	5,175	2,290	6,026	2,839	6,450	2,770
7 days but less than 14 days	1,634	1,354	1,387	1,444	1,719	1,401	1,466	1,613
14 days or more	131	271	209	292	232	289	275	314

* "Adult Education", January 1963.
† Stat. Educ. 1963 Part 2, pages 95 and 93, and 1964 Part 2, page 94.

Centres

Duration of course	1960/1		1961/2		1962/3		1963/4	
	Men	Women	Men	Women	Men	Women	Men	Women
Less than 4 days	3,535	3,868	4,204	3,923	4,531	4,754	4,791	3,862
4 days but less than 7 days	936	412	829	563	953	625	850	330
7 days but less than 14 days	491	390	408	504	572	534	569	628
14 days or more	89	78	15	19	50	59	105	100
Total attending Colleges and Centres: Men and Women	22,483	23,739	25,738	25,362	26,987	26,148	28,593	27,575
	46,222		51,100		53,135		56,168	

55. In addition to these students, residential courses were also provided by "responsible bodies" for the following numbers of students in 1962/3 and 1963/4.

TABLE 7.

Students attending residential courses provided by 'responsible bodies'. 1962/3 and 1963/4.

Providing body:	Men		Women		Total	
	1962/3	1963/4	1962/3	1963/4	1962/3	1963/4
Extramural Departments	5,104	5,923	5,536	6,126	10,640	12,049
W.E.A.	4,467	6,434	1,585	1,924	6,052	8,358
other 'responsible bodies'	90	116	199	120	289	236
TOTAL:	9,661	12,473	7,320	8,170	16,981	20,643

Stats. Educ. 1963 and 1964, Part 2, Table 31.

A further 5,133 students attended short courses organised by the Ministry of Education in 1962 for teachers and others in the education service: their numbers rose to 6,520 in 1964. Many of the residential Colleges and Centres are linked in the Educational Centres Association, which finances occasional experimental short courses and week-end schools.

56. The practice of holding weekend and longer courses and conferences has grown rapidly in recent years, and many organisations very tenuously linked with education now arrange their own courses. Some may be included in the figures given above for "Centres", but many are held in premises which are not maintained or assisted by LEAs. The National Institute of Adult Education has indicated* that there is overlapping and difficulty on this point:

> "Several LEAs maintain centres for Conferences and Courses which may figure in the Ministry statistics, but they are not regarded as "Colleges" by the Standing Conference of Wardens. The test is whether there is an academic head with clear responsibility for devising and promoting a programme of work that occupies the greater part of the college year. This is a point of distinction that is not always recognised by outside bodies who look on the colleges as convenient lodging houses for residential courses of their own devising. This attitude is resisted by wardens, who think of themselves as operating in a distinctive area of adult education in which they have acquired special skills. Both points of view are legitimate; the fact that resentment is bred and not infrequently expressed is typical of a lack of sympathetic communication not confined to this particular

* "Adult Education", January 1963, page 275.

sector of adult education . . . . The NIAE is at present compiling a register of properties offered or available for such purposes which, when completed, may relieve the short-term residential colleges of some of the demands on them that they are compelled to refuse."

57. Colleges of the same type are also provided by other bodies, including the YMCA, the Rural Music Schools Association, and the National Federation of Women's Institutes. Some Universities also maintain residential and centre facilities as part of their extra-mural work, and there are also several small Colleges operated by private bodies with Trust support, such as Braziers Park College.

58. One of the difficult problems affecting the Colleges and centres is the timing of courses. Whilst the demand for conferences and courses is mounting rapidly, and applications for them have often to be turned down, it is also the case that many Colleges are not able to fill all their accommodation throughout the year, even allowing for reasonable vacations for staff. This has serious disadvantages because it means firstly that facilities are being wasted, and secondly that expenses for wasted mid-week and winter periods have to be met by hiring fees in the summer and at weekends, which increases charges and may price the course beyond the means of potential students, so that again space and potential are wasted. To increase the number of Colleges and Centres to meet the unfilled present demand—particularly by taking over large houses in isolated places—may not therefore be the best immediate step. It might be more valuable to develop ways of building up demand in "slack" periods.

59. Another problem is that of administrative and domestic staff. Some Colleges are fortunate in being near a village or small town from which they can find all their staff, whilst others are either entirely self-supporting with resident staff, or are near enough to towns to have to compete with employment prospects there. In each case there may be a need for skilled professional advice on catering and dietetics, reception and hotel management, and ways of providing this should be considered.

60. The Colleges offer many different courses. Many provide courses in music, drama, crafts, English literature, painting and history, and there is also a range of studies in current affairs, local history, and archaeology, whilst some Colleges also offer short courses in economics, industrial problems and management studies. Pendrell Hall provides short industrial courses for supervisory staffs, junior and middle management and apprentices, and courses in communication, organisation and method, and selection methods. Ashridge offers mainly industrial and social science subjects, and Battle of Britain House offers courses for youth leaders and courses related to industry, commerce and the public services. However, the emphasis in most Colleges' programmes is strongly towards liberal studies.

61. The N.I.A.E. has reported* that, of 16 Colleges surveyed, 4 had accommodation for 24/29 students, 7 for 35/42, and 5 for 50/65. Wardens' estimates of educationally desirable size range from a minimum of 15 to a maximum of 75. These estimates allow some limited scope for increasing the size of the existing Colleges, but not all the Wardens believed it was educationally desirable to run more than one course simultaneously, and there might be increased problems in filling larger Colleges throughout the year, particularly for those in isolated rural areas.

62. Isolated Colleges also have special difficulties in obtaining visiting lecturers and shorter course tutors, on whom all the Colleges depend heavily. Many have only the academic staff member, who is the Warden of the College, whereas estimates of the numbers of part-time staff visiting each College run from 40 to 400 over the year. Expenses and salaries of part-time tutors are normally met by the LEA or, for tutors from University Extramural Departments, by the Department of Education and Science, so that students' fees normally cover residence costs, but not tuition. Many of the Colleges have reasonable audio-visual equipment and most have small libraries and rooms suitable for arts and craft, but there is little equipment for work in science subjects.

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* "Adult Education", January 1963.

Evening institutes

63. Apart from the actual and potential audiences which can be reached by television, the largest single sector of the adult education field is that provided by the Local Education Authorities through Evening Institutes and other evening courses in Technical Colleges and Colleges of Further Education. Of 1,310,000 registered part-time students aged 21 and over in 1962, 664,720 were registered in Evening Institutes, and 516,ɛC0 in other LEA maintained colleges. Women outnumbered men in Evening Institutes by more than two to one, there being 551,638 women compared with 203,779 men in 1964. The numbers of older students attending Evening Institutes have increased sharply in the last six years:

TABLE 8.

Students enrolled in Evening Institutes, 1959/64.

Year	aged 15/17	aged 21 and over
1959	244,700	480,800
1960	257,600	527,300
1961	265,700	601,000
1962	271,800	664,700
1963	278,800	698,600
1964	273,100	755,400

"Education in 1962" pointed out that the 1961 White Paper "Better Opportunities in Technical Education" had recommended that preliminary courses in evening institutes, designed to bridge the gap between leaving school and entering Technical College, should be discontinued, and said that this was already in 1962 resulting in a shift of emphasis in many Institutes towards non-vocational and recreational courses for adults. However, Table 8 suggests that, although there has been a marked rise in the numbers of adult students at Evening Institutes, there has been no decrease in numbers of young people attending them.

64. The vast majority of work done in Evening Institutes is not in preparation for any qualification. Some 25,500 students were registered in 1963 as taking various "recognised qualifications" at Evening Institutes, over 23,000 being on GCE courses, and virtually all the remainder taking City and Guilds courses — out of a total student body exceeding half a million. Many of the courses are in such practical subjects as cookery, pottery, household management, crafts and physical education, and a wide range of studies is also available in music, art, philosophy, languages and history. Some institutes also offer courses in more diverse subjects such as soft furnishings, golf, colour photography and cine technique, fencing, and ladies' car maintenance.

65. The words "Evening Institute" mean a group of people, not a building. A few have special premises for their work, but almost all Institutes function in schools, after the school has closed. The NIAE Report estimates in its Report on Accommodation and Staffing that 18 out of a sample of 116 LEAs provide special rooms, facilities and equipment for Evening Institute classes, and that a further 26 provide "more limited facilities". As the Ministry itself stated:† "The use of even the best school premises, which seldom extended to communal and social facilities, involved inevitable compromises. The absence of any administrator or organiser with a special responsibility for non-vocational‡ classes also appeared

† "Education in 1962".
‡ that is, in this context "Evening Institute".

to lead sometimes to poor arrangements for accommodation." In some areas where a new house or wing is provided for evening work, as has been done at Kidlington, Oxfordshire, Massachusetts House in Reading, and Whitefield in Lancashire, enrolments for classes multiplied. Elsewhere local interest has been revived or strengthened by new premises:§ " In order to smooth out some of the practical difficulties that arise from the dual use of schools the Ministry now allows some additional building to be undertaken at new schools to provide a room for the Evening Institute Principal, storage space and common room with provision for serving refreshments. The intention is to enlarge and adapt existing rooms to provide these facilities rather than to build them separately. Some authorities have gone further and added to their new secondary schools a separate further education wing containing usually a common room with a servery, one or two classrooms, a room and a store for the Principal and separate lavatories for the adults. An addition of this kind is particularly valuable when the evening institute has a full-time principal, for with this nucleus of premises at his disposal he is able to arrange day classes for those who are unable to attend in the evenings. In the evenings, the further education wing becomes the centre of the whole building." Between 1955 and 1960, it has been estimated that about 25% of the new secondary school projects included limited remodelling or extension of premises for evening use at a cost of nearly £1,000,000. The cost limits on building are based on the number of people using the Institute, and were, in 1963:

with weekly enrolments of under 300 people	£2,125
300/600 people	£4,250
over 600 people	£6,375

44 small projects of this kind were included in LEA building programmes for 1964/5. As many districts have found that enrolment jumps when new premises are provided, it seems unrealistic to base building expenditure limits on enrolments in the premises which are to be replaced. In spite of the improvements which have been made in some areas, many classes meet in premises which are unsuitable either for children or for adults, and in this sector as well as that covered by the WEA, there is an acute shortage of suitable meeting places for educational activities of every kind. Fees charged for Evening Institute classes vary in different areas, but an average charge would be 25/- to 30/- for a course of 24 weekly lessons. This is not likely to deter people with a real interest in the subject, but it might help to slow down enrolment to classes which are also handicapped by poor premises, and limitations on equipment, which may also discourage good tutors.

66. The NIAE suggest in their Report on Accommodation and Staffing that high ratios of enrolment to area population are related not only to reasonably good, separate premises, but also to the employment of full-time staff. They find that a group of LEAs with a relatively high enrolment (ranging from 72.2 to 31.8 per 1,000 of LEA area population) comprised 24% of the total population covered by the enquiry, but employed 66% of the total full time staff. At the other end of the scale, a group of LEAs with a low enrolment ratios (ranging from 9.7 to 3.6 per 1,000 of the area population) comprises 5.4% of the total population but employed only 1% of the total full-time staff. The National Institute believe that because very few LEAs employ an officer specifically to promote adult education it tends to thrive or decline in an area in accordance with the personal interest and concern shown by the Chief Education Officer. The organising and promoting work of a full-time Principal of the Evening Institute will also increase the contrast between an LEA which has an enthusiastic Chief Education Officer, who encourages the appointment of full-time Principals, who in turn work to create better premises, and an LEA whose CEO takes little interest in adult education and who is therefore unlikely to appoint full-time Principals to support him. It may also be the case that it is easier to reach a high level of evening

§ H. J. Edwards: "The Evening Institute".

enrollment in a large town, where there is a concentration of schools and Colleges from which part-time tutors can be drawn, and which has good libraries, adequate public transport, and a wide spectrum of jobs each stimulating different spare-time interests and needs, than it is in a country district where good part-time tutors may be difficult to find. Special efforts may be needed to encourage the development of rural evening studies, and here the new possibilities opened up by television may be of great value.

Problems and solutions

67. Having briefly reviewed the present provision for adult education in some of its many forms, the group attempted to define the main problems and to suggest solutions.

(a) the supply of tutors

68. It is clear that one of the principal limiting factors in the extension of adult education is the supply of full-time and part-time tutors. Although this is a major difficulty in all branches of adult education, it is particularly serious in the work covered by the WEA, and an increase in the 75% grant formula to the WEA is urgently needed. The grant should be increased, and also extended to enable the WEA to provide better administrative services both centrally and locally to its complex pattern of Districts. The WEA has in the past been a distinctive and valuable strand of the adult education movement; the growth of extramural department work with factory groups and other industry-based adult students may illustrate the extent to which the WEA is handicapped by its inadequate finances. Shortage of money is reflected also in its very high ratio of part-time tutors and in its dependence on voluntary administrative workers, both of which are particularly serious for a widely-scattered federal body. Grants covering both salaries, teaching and administrative expenses should be raised sufficiently to enable the WEA to compete fairly with other branches of higher education for the services of well-qualified full-time tutors and tutor-organisers.

69. There is also a serious problem of supply of part-time tutors in Evening Institute work, which depends almost entirely on them. The case for more full-time tutors is already clear because, in many parts of the country if tutors can be found for day-time classes, there is a great demand for classes of the " Evening Institute " kind, from housewives, men on release from work, retired people, people changing jobs, and others. Work of this kind is of great social value and the demand for it is likely to increase. LEAs should be encouraged to recruit full-time tutors, and administrative assistants. Also all LEAs should employ full-time Principals of Evening Institutes, who are essential if a full range of classes is to be developed.

70. With the acute shortage of teachers in the primary and secondary schools, many LEAs may feel that students and graduates training for teaching, or already in the schools, should not be deflected into adult work. On the other hand, an individual is likely to do his best work in the field which interests him most, and we therefore believe that there should be more opportunities for students and teachers to develop interest in work with adults. Courses in teacher training should include an outline of the adult education service, and students should study with adult classes, and observe the methods used, in the vacations. Extramural lecturers should provide short courses of lectures on the needs and methods of adult education for university internal students, both for those studying education and for others. The acute shortage of adult education tutors in science and technology might begin to be remedied by courses designed to interest students in these faculties in adult education. Some extramural departments are already finding a demand for liberal studies from science and technology graduates, and should try to recruit some of them for part-time tutoring work in their own specialisms. The existing programme of teacher-training for mature people should be expanded and used, not only as a means of meeting the crisis in the schools but also as a possible channel for recruiting tutors for adult education.

71. The experience of teaching adults can be valuable to school teachers. Seeing what knowledge or impressions of their school lessons remain with adults, ten twenty or thirty years later, can stimulate new approaches to teachers' work with schoolchildren. If this view is valid, it should extend not only to sixth form, College and University teachers many of whom already undertake adult tutoring, but also to teachers in secondary modern and primary schools. Much could be learnt from work with adults in mathematics, for example, of the effects of early teaching in infant and primary schools on concepts of number. Adult work in foreign languages could illustrate the adequacy of primary school work on English grammar. Studies of the ways in which adults learn could widen teachers' understanding of learning processes throughout the normal school life. Although this experience could help teachers, who undertake part-time adult work, it also calls for systematic study in depth, and more teachers should be encouraged to transfer for a few years to full-time adult tutoring work A specialist postgraduate research degree in adult education should be offered by some universities to formulate and crystallise knowledge of this sector of education.

72. Although experimental courses in television and correspondence study have not yet run into serious difficulties through lack of tutors, the use which some have made of questionnaires for " homework " may indicate a lack of tutors able to mark and discuss full-scale written work. Certainly the immense field which courses of this type could eventually cover will call for large numbers of part-time correspondence tutors. This could be met, at least in part, by married women graduates who are tied to their home by a young family, and as television courses develop, appeals to them could be broadcast and a central register compiled by the Department of Education and Science.

73. Television courses should make use of the services of Correspondence College part-time and full-time staffs. Experience of the needs of students stimulated by televised lectures of high quality would itself tend to improve standards in those Colleges whose courses are criticised as pedantic and narrow. The current experience of part-time correspondence tutors who also teach the same courses, such as " O " and " A " level GCE, in schools should also be used to bring correspondence teaching methods and syllabuses up to date.

74. The salaries paid for part-time and full-time work in adult education should be reviewed and improved; full allowance should be made for time spent not only in tutoring, but also in marking written work, and there should also be adequate provisions for time and expenses incurred in travelling to classes.

75. Short courses of training and re-education for the work of tutoring adults — which presents many aspects different from those arising in other kinds of teaching — should be developed, and employers should second their employees to take these. This should be done not only for serving teachers but also for professional workers and for people with different craft, industrial and commercial skills. The wide variety of adult courses, and the flexibility with which adult education should respond to current local demand, are valuable aspects of the education service and call for capable tutors.

(b) suitable premises

76. A few universities already have centres for extramural adult education, which are fully used all the time. More should set aside money for this purpose, and the Department of Education and Science should also contribute funds. As better television and correspondence courses are developed, it will become increasingly necessary to provide residential short courses and to arrange group work for individual discussion and face-to-face tuition. The new Universities which have not yet established extramural work should give high priority to providing an adult centre or College building, for these can become the focus for a wide range of classes, whether of academic, professional, general or recreational value. Without this service to its own region the new university cannot develop its own character. Equally, an active extramural department is vital to a district, both by providing lecturers for local classes and by increasing the scale and range of adult education in the area.

77. The public demand for short courses ranging from one day to a few weeks in length has grown rapidly and will increase further, particularly as more courses are offered which unite television and correspondence with intensive residential study periods of tuition. This demand might partly be met by full use throughout the year of the LEA maintained residential Colleges, and a national co-ordinating register should be set up to ensure that valuable space and facilities are not wasted. Some University Halls of Residence and Training Colleges are already used for vacation courses and conferences, but this could be better developed by central co-ordination. Adult students should be allowed the use of the full range of teaching and study facilities available, including the use of libraries, workshops and laboratories.

78. In many LEA areas, the provision of classrooms and special purpose rooms for adults is totally inadequate, and the fact that enrollments multiply when even the simplest improvements are made indicates that this, rather than the supply of tutors, is the main critical factor in stunting adult education. The enquiry by the National Institute of Adult Education has demonstrated that some LEAs have fallen far below acceptable standards of provision. The Department of Education and Science should define minimum standards and provide the funds necessary to enable LEAs to meet these. High standards of adult education should be required, for example, in development areas.

79. The long-term adult residential Colleges are of immense value to the whole structure of adult education, not only because they provide the best expression of its purposes and distinctive character, but also by the influence and stimulus they exert throughout the structure. The programme of expansion which is now beginning is too limited and more capital grants for further expansion should be offered by the Department of Education and Science. The Colleges' long history of financial makeshift and stringency may have, because of the high cost of scientific and technological equipment, hampered the development of distinctively adult studies in these subjects. One of the new adult residential Colleges which are needed should be equipped to work with adults who wish to understand scientific concepts and to overcome two-cultures barriers.

80. Some experimental courses have been run successfully with factory groups, in their own works premises. The scope for courses of this kind could be greatly extended by providing grants for teaching equipment and textbooks.

81. The demand for short residential courses, particularly from television/correspondence students, may be partially met by using University and College Halls in the vacations, as the Robbins Report recommended, but as the demand mounts and increasingly coincides with peak periods of full term — that is, at the beginning of the course and for periods before examinations — it will become too great to be met in this way. There is a case for setting up new premises on a large scale designed specifically for a rapid turnover of students on short courses. These expanded adult education centres might well cater for the whole family, so that both parents could study and could take their children with them, leaving them at a supervised play centre during study hours.

(c) qualifications

82. The British education system is distinguished by a bewilderingly complex labyrinth of qualifications: — degrees, — special ,honours, postgraduate, general, external and internal — diplomas both general and highly specialised, certificates of every kind, Colleges' own awards, and a range of professional awards and qualifications offered by a massive array of bodies. A doctorate thesis could hardly enumerate them all and it is doubtful whether any study could completely define their values and interrelations. This immensely sophisticated system has its advantages, in that a suitable qualification probably exists for virtually every candidate; but it has great disadvantages in that very few people have even a working knowledge of its intricacies, or a knowledge sufficient to advise adult entrants on which type of course they should attempt. This leads to serious waste of talent; many people embark on the one type of courses they happen to have heard of — a professional certificate, or an external degree,

or GCE subjects, and then finding it uncongenial, abandon the effort towards education. The Robbins Committee recommended that a national advisory service should be set up to provide better information to potential students, and this is urgently needed for adult students, as well as in the schools.

83. Partly because of the daunting complexity of the job of relating adult students to the " normal structure " of courses, the vast majority of adult studies in Evening Institutes, in extramural and in WEA classes is not at present geared to study for qualifications. This has its value; it is of immense importance to the whole development of adult education that the twin concepts of providing education to meet a spontaneous demand, and of providing it to all comers without erecting the preliminary barrier of required paper qualifications, should be maintained. However, the absence of qualifications at which to aim also has its inherent dangers. The stimulus of work towards a definite object can be a vital motivating factor for the student, and it can also help tutors to maintain high standards for themselves. The achievement of an ambition which the student has had to pursue through several years of part-time work can be a vital exercise in developing self-respect and confidence; many people are goaded by the prospect of an examination to what is probably their first experience of intensive study and their first deployment of their real ability. We believe that adult education would be more effective in its own purposes if it were based on a systematic structure of examinations for qualifications. The American system of credits for courses of part-time study may provide a solution for part of this problem. By breaking down existing recognised syllabuses for high-level courses into component parts, each of which can be taken by full-time or part-time study, examined according to nationally recognised standards, and given agreed numbers of credits if the work is of good standard, the credit system joins up the adult structure to the rest of the education system. One advantage of this system for a part-time student is that it allows him to pursue a course over several years, perhaps with breaks in continuity and changes of residence and other difficulties and disruptions, by enabling him to define the course he is taking, and the stage he has reached. It allows him to set a pace for himself. It imports into adult education the method used in some sectors of technical education where study is traditionally part-time evening or day-release, of dividing the course into one-year stages. It would also introduce the concept of standards in to adult education, which would itself contribute to the public recognition and development of this sector.

84. Colleges and Universities in the large conurbations, such as Manchester, Leeds, Liverpool, Birmingham, London, Newcastle, and Sheffield, should offer teaching facilities and full membership of the College community, to part-time adult students wishing to take degrees, diplomas, or "bridge" courses leading into work for qualifications of the kind now provided mainly or only by the Adult Residential Colleges. The examples offered by Nottingham University with its part-time correspondence arrangements for students, and by Birkbeck College, show that there is a substantial latent demand for this opportunity which would undoubtedly respond to better facilities. The absence of part-time students does not enhance an institution's prestige. Special publicity would be necessary to make potential students aware of the opportunity and also to persuade employers to second employees both for day-release and for longer periods of intensive study, at the beginning of the course and for a few months before examinations.

85. For students who cannot attend an existing university part-time, the CNAA is the key to meeting the needs of adults wishing to take degrees. The demand from adults for systematic courses of study in every subject, not only in science or technology, must be met by a wide range of CNAA qualifications in arts and humanities. By introducing nationally recognised, defined and phased degree courses, the CNAA makes it possible for members of the different academic boards to co-operate and plan a modern syllabus which can be taught by modern methods to students in every walk of life, whose work can be examined at each stage by nationally recognised standards. That such a system will work successfully is proved beyond question by nearly ten years' experience of the NCAT and the Dip. Tech.

86. The problem of qualifications will become more acute as television courses of adult education develop, and urgent action by the Council for National Academic Awards is needed to meet it.

(d) the use of television

87. The whole future of educational television in Britain is at present under review by a Government Committee. In the absence of any positive indication as to the outcome of this investigation, we wish to record the following general comments.

88. There is an obvious need for a more rationalised Educational Television Service. Many experimental courses have already been launched, and the problem of the best use of limited time is already arising. Even the most developed courses depend primarily on correspondence linked to television courses, and this is too limiting. An approach to adult ETV is needed that will reflect the diversity of the adult education system itself. A flexible organisation is needed that can serve the requirements of LEAs, extramural boards, WEA classes, technical colleges and colleges of further education, and correspondence colleges.

89. The best solution may be one that combines both an element of local ETV and national ETV. The national service would consist of the type of general course which the BBC is already developing in ventures such as " Tuesday Term," plus facilities for courses linked to correspondence courses. Here we note that the BBC already has an established relationship with the Cambridge National Extension College. Thus, although we reject any exclusive claim of correspondence education to monopolise ETV, we recognise that correspondence education operates far more on a national scale than do the other branches of the adult education structure.

90. This central ETV service should be supplemented by local ETV stations aimed at serving the regional needs of the WEA, the Extramural Departments, and other regional agencies.

91. Two issues would arise under this scheme: how can these suggestions be incorporated conveniently within existing television and radio provisions, and what body should exercise final control, particularly over the allocation of time? As far as the national service is concerned, the service could be run by the BBC, which has, far more than any other body, the technical knowledge and experience to organise such a national service. This suggests the easiest way in which the service could be provided. This service would provide programmes for technical colleges, art colleges etc., for general adult education and for television/correspondence courses in association with the reformed correspondence education system. This service could perhaps be accommodated on the spare hours of BBC 2 transmission.

92. The local ETV services could be provided by reserving the fourth television channel for this purpose. It is essential that such a service should be non-commercial and should serve the needs of all sections of the educational system in the region — full-time, part-time school, higher and adult. These local services could be operated through bodies other than the BBC much more easily than the national service could, but in general there seems little case for creating an entirely new broadcasting system. If local ETV were to be operated by local government or through the universities, this would give too much power to one strand of the adult education fabric. We think therefore that these regional services could also operate through the BBC. But the local universities and colleges must be closely involved in programme planning.

93. In order to achieve the ideal adult education system it is of paramount importance for Extramural Departments to revert to true Extension Departments which would extend the University's work over a far wider field than that represented by internal full-time students. To give the Extramural Departments control over a local ETV service would act as an encouragement towards reform, and eventually there may be a strong case for universities having television branches, as for example Stanford has now in the U.S.A. and Strathclyde

hopes to have here. By the 1980s we expect there to be many more television channels in operation, and in that situation there will be good grounds for handing greater powers to University Extension Departments. But in the context of the 1960s there is no strong case.

(e) aid to students

94. Adult studies are essentially and distinctively a means to personal development through spare time work, but they do and must increasingly offer many opportunities which demand that the student enters full-time study. At present many students face great financial hardship when they do so. Often they have to turn down the chance because their family commitments are too great to allow them to leave work, even for a few weeks, or to risk losing their job. The 1944 Education Act established adult education as a full part of the education service, and it must be recognised that awards, fees and other financial help to students are essential if the adult service is to be fully developed. Ideally an adult student should receive secondment on pay from his employer to take a short course of intensive study, especially before examinations; this is done in the U.S.S.R., although the range of studies open to an adult worker may be restricted by the Collective Contract agreed between the management and trade union of the enterprise for which he works.
95. As a first step, the Department of Education and Science should review the need for the Mature State Scholarship scheme. Currently these are only available for a closed range of subjects, and methods of allocation are highly competitive.
96. We would recommend rather that all LEAs should be required to give mature student awards to all those accepted for places at colleges or universities for adult education. As the Anderson Committee said of grants in general, the current system whereby a student has, on many courses, to be selected twice, once bv the college for the place and once by the LEA for a grant, is an unnecessary and harmful duplication. All adult students accepted by a recognised college should be guaranteed a maintenance award, allowances for dependants and other commitments, for National Insurance contributions and for maintaining two homes where necessary. Similarly LEAs should be required to help part-time students and correspondence students with expenses such as fees, travel costs, and attendance at short-term residential courses.

(f) correspondence colleges

97. The information which we have been able to collect about the correspondence colleges is scanty, and few conclusions can be firmly drawn. However, we believe that many of the Colleges are too small and impoverished to provide good courses, and that many of them are dominated by financial considerations. We believe that some employ highly-qualified tutors whose abilities might be better used if the Colleges were open to inspection. Also, if the Colleges' work were centralised, planned and developed through national subsidy, we believe that they could make a much greater contribution to adult education than they do now. We therefore think it urgently necessary that HM Inspectors be empowered to inspect the Colleges, and also those specialising in teaching English to foreign students. Although without legislation such as the Robbins Committee recommended it is impossible, so far as we can see, to prevent a group of private people from setting themselves up as a correspondence college professing to offer tuition for their own " awards," we believe the more serious existing problem is the deficient courses many *bona fide* Colleges offer for various recognised qualifications. Whilst we would most strongly support the Robbins Committee's recommendation that it be made illegal to offer fraudulent degrees, or to claim them, we believe urgent priority should also be given to inspecting Colleges, and following inspection, to offering grant-aid to those which offer good tuition. Such public

support of private education is not acceptable as a long-term measure however, and schemes should be investigated for bringing correspondence education under state control. This would expand the influence of the better Colleges and would gradually compel amalgamations of the existing small colleges. Powers will also be needed to close Colleges whose courses are defective, or whose advertising is seriously misleading.

(g) study by adults

98. The adult who takes a course of study, particularly if it is designed for a majority of younger students, may find it more difficult than they do, even if he has no dependants and no financial worries. He may not only find it more difficult to memorise facts, but in some subjects he may have to unlearn much of the material he learnt at school. In other subjects, he will have to break away from attitudes to learning formed at school; and as an individual interprets experience by referring to attitudes and assumptions formed early in life, things he is asked to accept in a late course of education may seem contradicated by his own adult experience, and therefore be very difficult to accept. As it is essential that higher education should be available to those who have dependants and financial responsibilities, it is important to bring education within their reach by a highly flexible system of correspondence television, and courses in local Colleges which can be followed easily, without demanding a break away from the family. But it is also necessary to ensure that the education is of a kind which is valuable and meaningful to adults. Special courses should be available which bridge the gap between what was taught to 15 year olds in schools before the war, for example, and what is taught to them today. Courses which make full use of the special abilities of older people wishing to enter professions should also be available; a woman who has raised a family, or a man who has had technical employment, ought not, if they wish to enter teaching to have to take the same three-year course as an 18 year old student. We would emphasise again the need for a full service of information on the courses which are already available, and stress that without such co-ordination, it is impossible to ascertain what gaps there may be in the present structure of courses.

99. There is also much to be said in favour of providing courses for adults in Universities and Colleges where they can mix with younger students and a wide spectrum of teachers. Such mixing is a powerful means of challenging assumptions and forcing students of different age-groups to review their basic attitudes, not only to study but also to contemporary society.

100. Finally, we emphasise the need for great attention to be given to the problems of teaching adults. There is a tremendous range of demand, from those who have been right through our specialised education system and perhaps gained doctorates and who wish to widen their outlook, to those who left school at 14 and who may never have been touched by modern educational methods. The adult education structure must respond to all these demands, and can only do so adequately if the importance of adult education is recognised as a major partner in the education service. We believe that the whole existing structure requires basic review by a Government Commission which should aim to establish a service which can provide education to anyone who wishes to obtain it whatever his age, ability or aptitude.

Conclusion

101. We have attempted a wide review of adult education. It may be felt that we have gone far outside the boundaries of "adult education," but we believe the various customary definitions dwelling on liberal studies, non-vocational attitudes, maturity of approach,

" University " subjects, and similarly diffuse concepts, obscure discussion of the real problem. These definitions indeed contribute to the complexity of the structure which, with shortage of money, is probably the main difficulty impeding the growth of the adult education service. Any flexible system which aims to seek out and to meet the needs of a community risks creating duplication and waste of resources, and this may well be true of adult education. We hope therefore that the Secretary of State will give greater priority to adult education by appointing an Advisory Council and by creating a separate sector of the Department to promote development. This sector is fully as important to society as is primary or secondary education.

Recommendations

1. Places in adult residential colleges should be increased by 1,000 by 1970.
2. If new colleges of this type are founded, one should be encouraged to develop introductory adult studies in science.
3. Students attending courses of adult education should be guaranteed adequate finance for themselves and their dependants.
4. Universities which do not grant exemption from a part of their degree courses in recognition of appropriate adult college work should review this and follow the example of establishments such as Oxford that do.
5. Universities should encourage part-time adult degree students.
6. Universities should have a centre or separate premises to focus non-degree adult part-time studies.
7. There should be a register of colleges, centres, halls, etc. which can offer accommodation for short residential courses; the register should be maintained by a central co-ordinating body which should endeavour to ensure that the maximum use is made of residential places throughout the year.
8. Adult students should have the right to claim day release.
9. The range of subjects which can be offered for Ordinary and Advanced level GCE should be extended to meet adult students' range of interests.
10. Grants, particularly to the WEA, for tutors' pay and for administrative staff, should be increased. 100% grant may be needed for a period.
11. Scales of pay for part-time and full-time tutors should be increased.
12. Students, teachers, and others should be encouraged to develop an interest in adult tutoring full-time and part-time.
13. Correspondence colleges should be regularly inspected by HM Inspectors.
14. Existing and newly formulated recognised courses should be subdivided into sections for "credit" examinations.
15. Subsidies should be available to correspondence colleges of high standard, and these should ultimately be brought under state control.
16. A full range of educational television courses, often linked with correspondence and residential tuition, should be developed.
17. Studies for recognised qualifications should be offered by evening institutes but it should not be a requirement that a student register for examination.
18. All LEAs should employ officers to promote adult education and should reach minimum standards in the provision of premises, full-time and part-time staff.
19. Adult study groups in factory or office premises should be financed and supplied with books, equipment, etc.
20. Research into the educational problems of adult students should be encouraged.
21. An advisory service on courses and qualifications available should be provided for adults as well as for school-leavers; material at least as comprehensive as that published by many LEAs on their own courses and activities should be collated nationally.
22. National Educational Television should be run providing ETV for colleges and for correspondence students. This should be supplemented by local ETV geared to the work of the regional WEA, LEAs and extramural departments.
23. The Secretary of State should appoint an Advisory Council and a separate branch of the Department of Education and Science, to review and promote expansion of this sector of education.